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ABSTRACT

Results of a study of apprenticeship programs, which provide related educational instruction, sponsored by the Kalamazoo Public Schools are presented. The study contains four sections. The first section includes a description of the nature of apprenticeship training, the role and status of apprenticeship training in Kalamazoo, and an analysis of current levels of minority participation. Information included in the second section pertains primarily to methods of recruiting apprentice candidates, entry requirements, and selection procedures for different trades in the Kalamazoo area. The barriers to increased minority participation are detailed in Section III. Assessments and recommendations are given in detail in Section IV. The central theme of the recommendations is the importance of security positive action by all groups associated in any manner with local apprenticeship training programs to increase minority participation in these programs. Recommendations that pertain to the school system's vocational education programs emphasize that the availability of quality vocational education programs can lead to increased employment and training opportunities for minorities in the apprenticeable trades, as well as to a wider range of alternative career opportunities for all students. (Author/DB)

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Minority Participation in Kalamazoo's Apprenticeship Training Programs

Assessments and Recommendations

Prepared for the Superintendent of Kalamazoo Public Schools

By the Apprenticeship Study Committee

With the Compliments of the Institute

MINORITY PARTICIPATION IN KALAMAZOO'S APPRENTICESHIP TRAINING PROGRAMS: ASSESSMENTS AND RECOMMENDATIONS

Prepared for the

Superintendent of Kalamazoc Public Schools

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December 1970

Published by

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PREFACE

This report of the Apprenticeship Study Committee appointed by Dr. John R. Cochran, Superintendent of the Kalamazoo Public Schools, is in fulfillment of its responsibility to study and to make assessments and recommendations regarding minority group participation in apprenticeship training programs in the Kalamazoo area. The report focuses primarily on the apprenticeship programs sponsored by the Kalamazoo Public Schools; that is, those programs for which the Kalamazoo school system provides related educational instruction. The Committee has attempted to answer in as complete and accurate a manner as possible the following four charges given to it by the superintendent of the Kalamazoo Public Schools.

1. Gather evidence as to whether or not apprentice selection committees or companies providing apprentices are taking positive action to increase the number of minority group apprentices.

2. Determine the likelihood of a substantial increase in the number of minority group apprentices in the next two years.

3. Provide recommendations for action on the part of business and industry, unions, and the schools to increase the number of minority group apprentices.

4. Determine the feasibility of the Kalamazoo Public Schools continuing to sponsor the apprentice training program in light of its policies and philosophy of nondiscrimination.

The Committee's assessments and recommendations pertaining to these four charges are given in detail in section IV. The central theme of the Committee's recommendations is the importance, if not the necessity, of securing positive action by all groups associated in any manner with local apprenticeship training programs to increase minority participation in these programs. Such groups would include schools, employers, unions, selection committees, and community organizations. It is recognized that some of the Committee's recommendations have implications beyond the goal of increasing minority participation in apprenticeship training programs. This is particularly true of those recommendations that pertain to the Kalamazoo school system's vocational education programs. However, the Committee stresses the point that the availability of quality vocational education programs can lead to increased employment and training opportunities for minorities in the apprenticeable trades as well as to a wider range of alternative career opportunities for all students.

Because of the apparent lack of information pertaining to the system of apprenticeship and to the requirements and standards for local programs available to the general public and special interest groups, the Committee

provides a fairly detailed description of these topics in Sections I and II. The first section includes a description of the nature of apprenticeship training, the role and status of apprenticeship training in Kalamazoo, and an analysis of current levels of minority participation. Information included in the second section pertains primarily to methods of recruiting apprentice candidates, entry requirements, and selection procedures for different trades in the Kalamazoo area. It is hoped that this information will increase public awareness and understanding of the mechanics of apprenticeship programs at the local level. The barriers to increased minority participation that were identified by the Committee during the process of its study are detailed in section III. The Committee's assessments and recommendations are based in large part upon the problems identified and upon other information presented in the first two sections of this report.

The Committee gratefully acknowledges the cooperation of many individuals and groups in providing information for the study. Employer and union representatives were very helpful in supplying information pertaining to the standards and requirements of local programs. Appreciation is also extended to the Kalamazoo Public Schools for providing historical data on their experience with the local programs. These groups, together with the rank-and-file journeymen and the minority group members associated with apprenticeship programs who were interviewed, were particularly helpful in identifying problems and in suggesting remedies for these problems. Special appreciation is also extended to Art Walker for his assistance to the Committee in conducting several interviews.

E. Earl Wright
Chairman

Kalamazoo, Michigan
October 1970

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SUMMARY

Apprenticeship training programs in Kalamazoo have been, and continue to be, confronted with the same basic problem as apprenticeship programs throughout the nation--the underutilization of blacks and other minorities in the apprenticeable trades. The deficiencies in the system of apprenticeship, particularly as it relates to minority individuals--both in their gaining equal access to those resources that can better prepare individuals for meaningful training and employment opportunities and in their obtaining entry into the skilled trades--are the result in large part of past discriminatory policies and actions. Although recent efforts by schools, employers, unions, and other groups have tended to reduce this problem substantially, the negative impact of many years of exclusion cannot be overcome easily.

The Apprenticeship Study Committee recognizes the dimensions of this problem and, at the same time, realizes that the mere removal of discriminatory barriers may not lead to a substantial increase in the level of minority participation. If minority individuals are to achieve equal access to training and employment, the Committee believes that all groups directly or indirectly associated with apprenticeship programs must transfer their commitment into comprehensive positive action programs designed to increase minority training and employment in the apprenticeable trades.

After reviewing the different programs and efforts that are being pursued by various groups in Kalamazoo, the Committee concludes that positive action is being taken to increase the number of minority apprentices. The development of an affirmative action hiring and training program for minorities, the initiation of employer and union outreach and recruiting efforts, and other efforts to increase awareness of apprenticeship requirements and opportunities are indicative of the types of positive action being taken. There are several fundamental problems, however, that must be dealt with before long-range improvement can be achieved. These problems cover a wide range of activities and include the need for improved black-white relationships, inadequacies of vocational counseling and of vocational education in the public schools, the need for more active outreach and recruiting of minorities, the need to adjust training programs to conform to present-day requirements, the need to implement the affirmative action hiring and training program, and the desirability of developing preapprenticeship training programs.

The Committee recognizes that *business and industry* can play a major role in alleviating some of the above-mentioned problems and in increasing the number of minority apprentices. The initial role of employers is primarily in terms of the provision of jobs that create the opportunity for apprenticeship training. It should be recognized that there are several avenues of employment for apprentices and other individuals who possess or wish to acquire construction or industrial trade skills. In addition to the formal apprenticeship programs, on-the-job apprenticeship

programs and other training and employment opportunities are provided by both private and public employers in the community. It is important that all employers commit themselves to hiring minority individuals and that they assume a leadership role in opening new avenues of employment for minorities. To accomplish this objective, the Committee recommends:

1. That the construction industry provide maximum support for the affirmative action hiring and training program by pledging jobs for minority trainees and by providing assistance necessary for the successful operation of the program (see pages 52, 53).

2. That business and industry develop and implement programs designed to increase the awareness of apprenticeship training opportunities and requirements.

3. That business and industry increase their involvement in and support of vocational education programs in the community.

4. That industrial employers adopt affirmative action policies for hiring minorities and develop procedures to ensure that these policies are implemented and that they are understood and accepted by employees throughout the organization.

The role of *unions* in increasing the number of minority group apprentices is critical, particularly in the construction industry where unions are primarily responsible for the training function. Legislation has been passed, and union policies have been formulated, to provide minorities with equal access to employment. Of the total number of apprentices in the United States in January 1970, 7.7 percent were minority individuals, and 4.6 percent were blacks. In Kalamazoo 4.0 percent of the total number of indentured apprentices receiving related instruction through the Kalamazoo Public Schools as of October 1970 were black. During the past few years the black accession rate in Kalamazoo has increased significantly. The five blacks admitted to apprenticeship programs in 1967 represented only 2.4 percent of all apprentices indentured during that year. In 1968, 6.4 percent of all new apprentices were black; in 1969, 7.2 percent; and through October 1970, 9.0 percent. Therefore, available evidence indicates that the minority accession rate should continue to increase in subsequent years. While recognizing that the lack of adequate minority participation is not the sole responsibility of unions and also recognizing that the above improvements have been made, the Committee stresses the importance of local unions taking positive steps to implement fully nondiscriminatory policies. The Committee specifically recommends:

1. That building trades unions commit themselves to the affirmative action hiring and training program (see page 55) through

a. active outreach and recruitment of minorities as union members;

b. cooperation with employers and local organizations in implementing the different components of the affirmative action plan; and

c. implementation of "awareness" programs designed to alleviate subtle forms of discrimination.

2. That unions sponsor programs and engage in educational efforts that will increase awareness of opportunities in the skilled trades, of the requirements for entry, and of the fact that the trades are open to all qualified applicants.

3. That unions review policies relating to entry requirements and standards for apprenticeship programs, and, when feasible, adjust program standards to meet present-day needs created by technological changes in the trades.

4. That unions review selection procedures to determine whether interview and testing techniques are fair and realistic in relation to the requirements of the trades.

Because *Joint Apprenticeship Committees* (JAC's) exercise administrative control over most apprenticeship programs, the Committee believes that JAC's should initiate programs in cooperation with employers, unions, and school representatives to implement some of the above recommendations (see pages 56, 57). The Committee specifically recommends that JAC's:

1. Review and, when feasible, modify apprenticeship requirements and standards.

2. Assist other agencies and organizations in the Kalamazoo area in sponsoring educational programs that are oriented toward improving human relationships among various groups in the community.

3. Participate in programs designed to increase public awareness of apprentice training opportunities and requirements.

The Committee recognizes that the *Kalamazoo Public Schools* by their very nature are in a position to take positive action that deals with both short- and long-range solutions to the problem of limited minority participation in apprentice programs. The primary role of the school system is to provide the educational, training, and vocational counseling experiences necessary to prepare individuals for the world of work, but its function is not limited to these areas. The Apprenticeship Study Committee specifically recommends that the Kalamazoo Public Schools:

1. Expand and improve the vocational counseling program by increasing the emphasis on counseling concerning employment and training opportunities for noncollege-bound youths, by developing a continuing and mandatory inservice training program for counselors and vocational education teachers, and by creating sufficient staff positions to support such a vocational counseling program.

2. Provide formal education in orientation to the world of work for all students.

3. Expand the use of special remedial classes designed to help individuals overcome educational deficiencies.

4. Support the affirmative action hiring and training program by providing physical facilities and equipment, if available, to be used in the training components of the program and also school personnel to serve as instructors for the basic education and training courses.

5. Improve and expand vocational training programs to ensure that vocational education opportunities are available to all students. To accomplish this goal, the Committee recommends that vocational programs be provided with adequate facilities and equipment and be staffed by a sufficient number of qualified instructors who are fully aware of training requirements in business and industry. The Committee specifically recommends that a comprehensive vocational education program oriented to the construction skills be developed and implemented in the high schools.

6. In cooperation with unions and employers, explore the feasibility of offering preapprenticeship training programs as part of the schools' vocational education curriculum. Such programs as may be implemented should be related to the industrial trades as well as the construction trades.

7. If existing vocational education programs cannot be upgraded and expanded along the lines presented above, give serious consideration to the planning and development of an area vocational high school in cooperation with other educational units in the Kalamazoo area.

Recognizing that employers and unions are making some concerted efforts to increase the number of minority group apprentices, and believing that the sponsorship of apprenticeship training programs by the Kalamazoo Public Schools affords the greatest opportunity for increased

minority participation, the Committee recommends that the Kalamazoo Public Schools definitely continue to sponsor the apprenticeship training programs. While recognizing that some of the barriers to increased minority participation can be overcome only gradually, the Committee believes that the implementation of many of the recommendations detailed in this report can lead to substantial improvements in the near future. Long-range improvements, however, will depend upon the commitments and actions of employers, unions, schools, and other groups in the community in response to the problems encountered by minority individuals. In this regard it is imperative that positive action by all groups be focused on ensuring that minorities have, in fact, equal access to education, training, and employment opportunities.

I. AN OVERVIEW OF APPRENTICESHIP TRAINING

The recent interest in achieving increased minority participation in apprenticeship training, locally as well as nationally, has created the need for better understanding of the system of apprenticeship. Partly because of the lack of adequate information available to the general public, the field of apprenticeship is looked upon by many individuals with misunderstanding and concern.

At the outset the Committee sought a commonly accepted definition of apprenticeship; information about how the system of apprenticeship works; and national, state, and local statistical data regarding apprenticeship training with particular reference to minority participation in such training. In its simplest form, *apprenticeship is defined as a formal system of training for occupations commonly known as skilled trades or crafts, which require a wide range and diversity of both skills and knowledge*. Apprenticeship training offers a planned program of instruction and experience, both on the job and off the job, in all the practical and theoretical aspects of a skilled trade.

Apprenticeship training programs generally require from three to five years for completion, depending upon the trade. During this time the apprentice is indentured to an employer or to a Joint Apprenticeship Committee. The indenture constitutes the apprentice agreement which sets forth the basic conditions and standards of the apprenticeship.

The on-the-job training and work experience component of the program is supplemented by instruction related to the job. The apprentice usually will be required to take at least 144 hours of related instruction a year. In most instances the related classroom instruction is provided through the public school system and is financed through federal, state, and local funds. Program sponsors, however, may develop course materials and conduct their own instruction programs, use supervised correspondence courses, or rely on some other similar arrangement.

Greater Minority Participation in Apprenticeship Training Programs: A High Priority Goal

Although apprenticeship training does not constitute the major avenue for entry into the skilled trades, it is an avenue that has generally been closed to blacks and other minorities. Because many of the barriers to minority admission into apprenticeship training have been directly or indirectly related to discrimination, increased minority group participation has been an important goal of both governmental agencies and civil rights organizations. Yet, in view of the rather

limited number of potential openings in existing apprenticeship programs, many groups--employers, unions, and the general public--do not seem to understand why minorities attach such a high priority to increased participation in apprenticeship.

In an effort to answer this question and perhaps to place the subject of apprenticeship and minority participation in proper perspective, the following reasons are given:[1] First, apprenticeship training programs offer excellent opportunities for learning high-paying skilled trades, particularly for many black unemployed youth. Second, the minority movement into the skilled trades appears to be a natural promotion for many blacks who work as construction laborers. Third, the declining employment in manual occupations that were traditional sources of black employment has tended to make employment in the skilled trades more attractive. Fourth, the failure of unions to meet black expectations of being more democratic and more representative of the underdog than management has frustrated black leaders. Fifth, because a rather large percent of all construction is supported by government and because apprentice programs often use public school facilities, there are obvious possibilities of increasing minority participation through political means.

How the System of Apprenticeship Works

At the national level apprenticeship training programs are under the jurisdiction of the Bureau of Apprenticeship and Training (BAT) of the U.S. Department of Labor. To assist BAT in performing its functions, the National Apprenticeship Act of 1937 created the Federal Committee on Apprenticeship (FCA), which is comprised of five representatives each from labor, management, and the U.S. Office of Education. With FCA's guidance and within rather broad standards for apprenticeship, BAT seeks to promote apprenticeship programs by providing technical assistance to employers and unions through its field offices in each state. In 30 states BAT performs its functions in cooperation with state apprenticeship councils.

At the local level apprenticeship programs registered with BAT are generally administered by Joint Apprenticeship Committees (JAC's) representing labor and management. In most of the building and printing trades national JAC's have been established to provide assistance to the local committees. The composition of local JAC's varies considerably--a group of employers, a single employer and a union, or an employer without

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[1]Based on George Strauss and Sidney Ingerman, "Public Policy and Discrimination in Apprenticeship," in Louis A. Ferman, *et al.*, eds., *Negroes and Jobs* (Ann Arbor: The University of Michigan Press, 1968), pp. 314-15.

a union. In the Kalamazoo area all three of these forms are being used. Local JAC's generally develop and administer their programs within the framework of the following BAT standards:

1. A starting age of an apprentice of not less than 16.
2. Full and fair opportunity to apply for apprenticeship.
3. Selection of apprentices on the basis of qualifications alone.
4. A schedule of work processes in which an apprentice is to receive training and experience on the job.
5. Organized instruction designed to provide the apprentice with knowledge in technical subjects related to his trade--usually a minimum of 144 hours per year and ranging in time from three to five years.
6. A progressively increasing schedule of wages.
7. Proper supervision of on-the-job training with adequate facilities to train apprentices.
8. Periodic evaluation of the apprentice's progress, both in job performance and related instruction, and the keeping of appropriate records.
9. Employee-employer cooperation.
10. Recognition for successful completion of training.
11. Nondiscrimination in all phases of apprenticeship, employment, and training.

Within the above guidelines, joint committees set specific criteria for entry into the trades and have the responsibility of recruiting, selecting, and training apprenticeship candidates. Specific entry requirements and standards for local programs are described in detail in section II.

National and State Comparisons of Apprenticeship Training

The number of apprentices in the United States registered with BAT has increased for eight consecutive years to a level of 274,000 in 1969. Prior to 1968, the alltime high was 230,000 in the post-World War II years 1948 and 1949. As shown in Table 1, in 1967, Michigan ranked fourth in the total number of registered apprentices in all trades, first in the number of apprentices in the metal trades, and seventh in the number of apprentices in the construction trades.

Table 1

Active Registered Apprentices in All Trades
in the United States
End of Calendar Year 1967[a]

State	All trades	Construction	Metalworking	Printing	Miscellaneous
Total	220,151	121,376	54,599	11,646	32,530
Ala. . . .	2,607	1,943	487	7	170
Alaska . .	331	308	11	4	8
Ariz.. . .	1,381	941	203	23	214
Ark. . . .	1,138	1,025	38	13	62
Calif. . .	20,595	12,148	4,446	701	3,300
Colo.. . .	2,211	1,205	169	122	715
Conn.. . .	6,494	2,546	2,359	645	944
Del. . . .	1,201	901	198	42	60
D.C. . . .	2,105	1,562	69	208	266
Fla. . . .	5,558	3,626	303	158	1,471
Ga.. . . .	3,301	2,661	257	154	229
Hawaii . .	1,163	976	65	2	120
Idaho. . .	535	384	77	19	55
Ill. . . .	16,293	6,782	6,182	974	2,355
Ind. . . .	6,628	3,915	2,177	199	337
Iowa . . .	2,138	1,419	403	41	275
Kans.. . .	1,228	848	92	76	212
Ky.. . . .	2,193	1,514	464	24	191
La.. . . .	3,314	2,678	322	30	284
Maine. . .	972	337	138	16	481
Md.. . . .	2,066	1,372	424	178	92
Mass.. . .	5,125	2,985	1,129	602	409
Mich.. . .	*15,510*	*5,522*	*7,446*	*261*	*2,281*
Minn.. . .	4,653	2,764	645	750	494
Miss.. . .	1,680	1,056	237	5	382

Table 1 (continued)

State	All trades	Construc-tion	Metal-working	Printing	Miscel-laneous
Mo.. . . .	4,313	2,599	1,062	60	592
Mont.. . .	821	329	165	52	275
Nebr.. . .	830	685	50	57	38
Nev. . . .	728	630	41	18	39
N.H. . . .	436	262	87	17	70
N.J. . . .	8,876	4,197	3,615	406	658
N. Mex.. .	859	626	109	0	124
N.Y. . . .	18,986	9,037	3,912	3,027	3,010
N.C. . . .	4,480	2,742	962	191	585
N. Dak.. .	536	269	25	36	206
Ohio . . .	14,812	7,118	5,202	978	1,514
Okla.. . .	2,641	1,729	304	22	586
Oreg.. . .	2,006	1,388	236	17	365
Pa.. . . .	10,878	6,420	2,819	584	1,055
P.R. . . .	2,930	251	703	297	1,679
R.I. . . .	1,558	895	332	57	274
S.C. . . .	1,153	957	91	10	95
S. Dak.. .	348	291	21	7	29
Tenn.. . .	5,509	3,530	1,034	49	896
Tex. . . .	7,363	6,020	634	129	580
Utah . . .	1,348	612	430	1	305
Vt.. . . .	840	448	100	138	154
Va.. . . .	4,372	1,859	1,247	181	1,085
Wash.. . .	4,219	2,418	1,198	32	571
W. Va. . .	1,189	980	126	25	58
Wis. . . .	7,522	3,499	1,748	0	2,275
Wyo. . . .	178	167	5	1	5

Source: U.S. Department of Labor, Bureau of Apprenticeship and Training, *Apprentice Registration Actions, Calendar Year 1967*, Bulletin No. 69-51, March 15, 1969.

[a]District of Columbia and Puerto Rico are included.

Table 2 (pages 12-13) shows that, at the end of 1967, 48 percent of Michigan's apprentices were in the metal trades and 36 percent in construction. Within construction, the predominant apprenticeable trades

in the state are plumbing-pipefitting, carpentry, structural-iron work, sheetmetal work, electrical work, and bricklaying. These six trades accounted for 87 percent of the active registered apprentices at the end of 1967. The two most important groups of apprenticeable craftsmen in the metal trades, tool-and-die makers and metalworkers not specifically classified, accounted for 88 percent of the total metal trades apprentices in Michigan.

Data shown in Table 2 indicate the changes that occur within apprenticeship during any one year. New registrants enter the program each year as vacancies are created by completions and as job demand in the particular trades expands. Apprenticeship training programs are also confronted with a relatively large number of cancellations each year. For example, in 1967, a total of 5,841 cancellations occurred in Michigan (21 percent of the number of apprentices enrolled during the year). Although cancellations include layoffs and in- and out-of-state transfers, a large proportion of the cancellations are accounted for by discharges and quits. The relatively high "dropout" rates encountered in the programs are often used as a justification for maintaining or raising program entry requirements.

Minority Participation[2]

Nationally, minority participation in apprenticeship training has shown some increase over the past decade. According to census data, 2.5 percent of all apprentices were black in 1960. Considering all programs serviced by BAT, black participation in apprenticeship training increased to 4.6 percent of the total by January 1970, while minority group participation as a whole reached 7.7 percent of the total number of apprentices. Available data indicate that an upward trend in minority participation may be expected to continue. Minority individuals represented 9.8 percent (accession rate) of all apprentices indentured in BAT-serviced programs in 1969. This represents an increase from 8.4 percent in 1968 and from 6.2 percent in 1967.

Although minority participation is definitely increasing, blacks and other minorities continue to be underrepresented in apprenticeship programs. Recent population estimates for 1969 indicate that minorities account for approximately 12 percent of the United States civilian labor force. Therefore, even the 9.8 percent accession rate for minorities in 1969 falls considerably below that desired. It should also be noted that advances in minority participation vary widely among different trades. As noted in Table 3 (page 14), minority participation in BAT-serviced programs

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[2]The analysis of minority participation at the national level is based upon *Analysis of Present Federal Regulation on Nondiscrimination in Apprenticeship and Training*, U.S. Department of Labor, Office of the Secretary, April 21, 1970.

Table 2

Registered Apprentices in Michigan
by Selected Trades
Calendar Year 1967

Trade	Active at beginning of period	New registrations	Completions	Cancellations	Active at end of period
Total	17,465	10,484	6,598	5,841	15,510
Construction trades . .	7,335	3,406	2,696	2,523	5,522
Bricklayers, stone & tile setters. . .	273	423	133	135	428
Carpenters.	1,528	420	417	399	1,132
Cement masons	53	17	23	26	21
Electricians.	2,225	277	1,475	546	481
Glaziers.	51	7	22	0	36
Lathers	44	76	0	48	72
Painters.	369	71	61	231	148
Plasterers.	160	9	51	89	29
Plumbers-pipefitters	1,551	343	208	358	1,328
Roofers	771	47	118	550	150
Sheetmetal workers	26	708	85	44	605
Structural-iron workers	92	878	72	44	854
Construction craftsmen (n.e.c.). . . .	192	130	31	53	238

Metal trades.	6,900	5,794	2,795	2,453	7,446
Boilermakers.	33	36	0	24	45
Engravers	9	0	3	5	1
Machinists.	1,305	363	579	368	721
Molders & coremakers.	24	2	17	9	0
Patternmakers	296	63	152	72	135
Tool-and-die makers.	4,901	1,551	1,808	1,668	2,976
Metalworking craftsmen (n.e.c.). . . .	332	3,779	236	307	3,568
Printing trades	592	164	249	246	261
Miscellaneous trades. .	2,638	1,120	858	619	2,281

Source: U.S. Department of Labor, Bureau of Apprenticeship and Training, *Apprentice Registration Actions, Calendar Year 1967*, Bulletin No. 69-51, March 15, 1969.

Note: n.e.c.--not elsewhere classified.

Table 3

Percent of Minority Participation in Selected BAT-Serviced Trades in the United States as of January 1970 and Minority Accession Rates, July-December 1969

Trade	Blacks	All minorities	Minority accession rates July-December 1969
Bricklayers, stone and tile setters	11	13	15.3
Carpenters	5	11	12.3
Cement masons	23	28	26.5
Electricians	2	5	5.3
Glaziers	5	8	10.8
Ironworkers	3	7	7.2
Lathers	12	15	13.5
Painters	8	14	19.1
Plasterers	21	25	14.4
Plumbers-pipefitters	3	5	6.4
Roofers	18	27	26.2
Sheetmetal workers	4	7	12.2
Bookbinders	3	8	2.1
Compositors	4	8	6.7
Stereo-electrotypers	2	3	7.4
Lithographers	8	11	16.3
Photoengravers	3	4	2.1
Auto mechanics	5	8	8.4
Auto-body builders	5	7	8.7
Boilermakers	3	6	6.6
Engravers	3	4	0
Machinists	3	5	4.7
Tool-and-die makers	3	3	4.3
Patternmakers	1	2	5.3
Bakers	12	18	16.7
Butchers-meatcutters	15	22	14.8
Cabinetmakers	5	9	5.3
Dental technicians	9	20	24.7
Draftsmen-designers	3	4	2.8
Maintenance machanics-repairmen	3	5	6.3
Millwrights	5	7	7.0
Stationary engineers	7	11	9.0

Source: U.S. Department of Labor, Office of the Secretary, *Analysis of Present Federal Regulation on Nondiscrimination in Apprenticeship and Training*, April 21, 1970.

ranged from a low of 2 percent for patternmakers to a high of 28 percent for cement masons. Participation of blacks ranged from 1 percent for patternmakers to 23 percent for cement masons, with over one-half of the trades having a black participation rate of 5 percent or less. Furthermore, minority accession rates for 1969 indicate that minority participation is not increasing significantly in many trades. Of the selected trades shown in Table 3, only 13 had minority accession rates that exceeded the current minority participation rate by one or more percentage points.

A review of the current status of minority participation in apprenticeship programs for selected industries reveals rather wide industry disparity. As shown in Table 4 (see page 16), the metal trades in manufacturing had the lowest minority participation rate (5.3 percent) as of January 1970, while mining had the highest rate (15.1 percent). Black participation ranged from a low of 3.8 percent in the manufacturing metal trades to a high of 5.3 percent in the trade and service industries. Furthermore, minority accession rates for 1969 indicate that substantial increases were occurring in three industries--mining (15.6 percent), construction (11.5 percent), and public utilities and transportation (11.3 percent).

Geographic differences in minority participation are indicated by data in Table 5 (see page 16). Comparison of the proportion of blacks among the male population in the United States with black participation rates in apprenticeship reveals that blacks are underutilized in all but 12 states. In Michigan approximately 9 percent of the male population is black, but only 4.4 percent of all BAT apprentices are black. Also, only 5.9 percent of all registered apprentices are from minority groups. This information along with the trade and industry differences clearly indicates that the position of blacks and other minorities has not improved nearly as much as broad statistics imply. While increases in minority participation in apprenticeship training have occurred, there are many areas where substantial increases have not taken place.

Apprenticeship Training Programs in Kalamazoo

The apprenticeship training programs in the Kalamazoo area have exhibited significant growth since their inception. This is particularly true for the industrial trades (millwork, machining, machine repairing, tool-and-die making, and electrical work) which have experienced an increase in the number of apprentices from 20 in 1958 to around 120 at the present time. As shown in Table 6 (see page 18), there are over 480 apprentices in registered programs in the Kalamazoo area. The majority of these apprentices (350, or 72 percent) receive related instruction through the Kalamazoo Public Schools. The schools' role in apprenticeship programs is limited primarily to the provision of related training

Table 4

Percent of Minority Participation in Selected
BAT-Serviced Industries in the United States as of January 1970
and Minority Accession Rates for 1969

Industry	Blacks	All minorities	Minority accession rates for 1969
Total	4.6	7.7	9.8
Construction.	4.8	8.6	11.5
Manufacturing--metal. . .	3.8	5.3	5.6
Manufacturing--nonmetal .	4.0	6.8	6.2
Public utilities and transportation.	4.6	6.2	11.3
Trade and service	5.3	8.1	9.3
Mining.	4.9	15.1	15.6

Source: U.S. Department of Labor, Office of the Secretary, *Analysis of Present Federal Regulation on Nondiscrimination in Apprenticeship and Training*, April 21, 1970.

Table 5

Percent of Minority Participation in Apprenticeship Programs
in the United States as of January 1970

State	Black males in population	BAT apprentices	
		Blacks	All minorities
Alabama	29.29	5.46	6.46
Alaska.	3.34	1.59	14.05
Arizona	3.40	1.24	22.28
Arkansas.	21.31	4.56	4.78
California. . . .	5.57	2.09	4.93
Colorado.	2.30	3.11	13.90
Connecticut . . .	4.21	10.47	12.58
Delaware.	13.71	7.92	10.21
Florida	17.73	3.04	4.82
Georgia	27.65	9.67	9.75
Hawaii.	1.01	.21	41.97
Idaho	.24	.32	2.10
Illinois.	10.07	6.82	8.50
Indiana	5.69	1.92	2.27
Iowa.	.91	1.17	1.58

Table 5 (continued)

State	Black males in population	BAT apprentices	
		Blacks	All minorities
Kansas.	4.23	3.41	5.27
Kentucky.	7.00	4.70	4.75
Louisiana	31.32	11.81	13.11
Maine	.43	.10	.10
Maryland.	16.65	9.88	10.44
Massachusetts . .	2.20	2.38	3.30
Michigan.	*9.07*	*4.42*	*5.90*
Minnesota	.66	1.31	2.43
Mississippi . . .	41.25	5.43	5.43
Missouri.	8.86	5.48	6.53
Montana	.25	0	2.00
Nebraska.	2.09	2.56	3.64
Nevada.	4.68	1.40	4.19
New Hampshire . .	.37	.18	.18
New Jersey. . . .	8.34	5.90	7.31
New Mexico. . . .	1.86	1.24	42.00
New York.	8.09	9.13	16.05
North Carolina. .	24.12	10.38	11.10
North Dakota. . .	.15	0	1.51
Ohio.	8.03	5.09	5.27
Oklahoma.	6.39	4.07	14.11
Oregon.	1.04	1.78	2.87
Pennsylvania. . .	7.43	3.54	3.65
Rhode Island. . .	2.20	4.26	4.38
South Carolina. .	33.93	4.23	4.23
South Dakota. . .	.19	0	2.88
Tennessee	16.08	4.70	5.02
Texas	12.15	4.24	15.24
Utah.	.49	1.77	8.27
Vermont	.15	0	0
Virginia.	20.40	8.04	8.14
Washington. . . .	1.81	2.25	5.13
West Virginia . .	4.74	.62	.75
Wisconsin	1.88	1.25	1.77
Wyoming	.67	.04	18.44

Source: U.S. Department of Labor, Office of the Secretary, *Analysis of Present Federal Regulation on Nondiscrimination in Apprenticeship and Training*, April 21, 1970.

classes for the various programs. The schools, through the Office of the Apprenticeship Coordinator, also work with different JAC's in establishing and coordinating apprenticeship classes. The school system, however, does not set standards or entry requirements and is not involved in the actual selection of apprentice candidates.

Table 6

Registered Apprentices in the Kalamazoo Area, by Trade
October 1970

Item	Number of apprentices
Total	484
Related instruction through Kalamazoo Public Schools	350
Construction Trades	*220*
Electricians	60
Sheetmetal workers	53
Plumbers-pipefitters	50
Carpenters	33
Bricklayers	11
Painters	13
Industrial Trades	*122*
Machine repairmen, machinists, tool-and-die makers	104
Electricians	18
Printing Trades	*8*
On-the-job apprentices[a]	134

Source: Information provided by Office of the Apprenticeship Coordinator, Kalamazoo Public Schools.

[a]Includes apprentices in construction, industrial, and printing trades.

Although the number of apprentices in the industrial trades has increased in recent years, the construction trades continue to account for the largest proportion of registered apprentices. Currently 220, or 63 percent, of all apprentices receiving related instruction through the Kalamazoo Public Schools are indentured in the construction trades. The three largest programs in the construction trades are the electrical, sheetmetal, and plumbers-pipefitters programs, accounting for 74 percent of the total number in these trades. The 134 on-the-job apprentices shown in the table are indentured in a wide range of different trades. Included among them are TV repairmen, auto mechanics, autobody repairmen, analytic-instruments repairmen, dental-lab technicians, electrical-instrument repairmen, and a number of persons working in the construction, industrial, and printing trades.

The number of apprentices enrolled in programs at any one time is dependent primarily upon current and anticipated employment demand. During the period beginning in 1965 through most of 1969, employment opportunities were excellent in both the construction and the industrial trade. Apprenticeship training, therefore, was increasingly relied upon in Kalamazoo during this period as a source for skilled workers. However, since the latter part of 1969, job demand has declined considerably, thereby exerting a dampening impact on the growth in the number of apprentices. As shown in Table 7 (see page 20), this impact was evidenced by an actual decline in the number of apprentices beginning in October 1969 and continuing through the early part of 1970.

Minority Participation

Prior to 1964 local apprenticeship records did not include information pertaining to race. It is probably safe to assume, however, that relatively few blacks or other minorities were indentured before that date. From 1964 through October 1970, a total of 26 blacks were indentured in local programs. As shown in Table 8 (see page 22), all but two of these apprentices gained entry between 1967 and 1970. The two blacks admitted before 1967 have attained journeyman status by completing their apprenticeship. Of the remaining 24 blacks who were indentured, 14 are still serving their apprenticeship, seven have been dropped from the program, and three have attained journeyman status.

The seven cancellations are recorded as discharges, with the reasons for discharge including: nonpayment of union dues, inability or unwillingness to perform assigned tasks, and excessive absenteeism from work and related education classes. (See page 36 for other comments.) Five of the seven individuals who were discharged were indentured in carpentry, and one each in the industrial electrical and painting programs. The length of time that these individuals remained in apprenticeship training ranged from two to 20 months, with an average retention period of approximately eight months.

Table 7

Number of Apprentices in Kalamazoo
January 1967-October 1970

	Period ending	Total	Receiving direct classroom instruction	Receiving related instruction on the job
1967	January . . .	289	231	58
	February. . .	308	247	61
	March	323	262	61
	April	330	266	64
	May	329	265	64
	June.	328	264	64
	July.	363	291	72
	August. . . .	367	291	76
	September . .	442	383	59
	October . . .	435	377	58
	November. . .	438	375	63
	December. . .	440	377	63
1968	January . . .	446	383	63
	February. . .	449	388	61
	March	452	389	63
	April	454	391	63
	May	432	369	63
	June.	442	377	65
	July.	450	385	65
	August. . . .	441	375	66
	September . .	484	416	68
	October . . .	470	400	70
	November. . .	471	396	75
	December. . .	466	391	75
1969	January . . .	467	389	78
	February. . .	462	382	80
	March	489	408	81
	April	488	397	91
	May	498	402	96
	June.	492	396	96

Table 7 (continued)

Period ending		Total	Receiving direct classroom instruction	Receiving related instruction on the job
1969	July.	514	409	105
	August. . . .	504	400	104
	September . .	527	426	101
	October . . .	456	376	80
	November. . .	440	375	65
	December. . .	441	375	66
1970	January . . .	414	348	66
	February. . .	423	355	68
	March	436	353	83
	April	429	346	83
	May	436	345	91
	June.	442	351	91
	July.	432	341	91
	August. . . .	463	329	134
	September . .	463	329	134
	October . . .	484	350	134

Source: Information provided by Office of the Apprenticeship Coordinator, Kalamazoo Public Schools.

Overall, blacks accounted for only 4.0 percent of the total number of indentured apprentices receiving related instruction through the Kalamazoo Public Schools as of October 1970. As shown in Table 9 (see page 23), black participation in selected apprenticeship programs varies considerably. In three programs--painting, graphic arts, and industrial electrical--blacks currently are not represented. Two additional training programs also have a smaller proportion of black apprentices than the overall average: in the construction trades, electrical 3.3 percent; and in the industrial trades, tool-and-die making and machining 1.0 percent. New accessions to the bricklaying, plumbing-pipefitting, and sheetmetal programs have raised the black participation rate to 18.2 percent, 8.0 percent, and 5.7 percent, respectively.

Table 8

Status of Indentured Black Apprentices Receiving Instruction
Through the Kalamazoo Public Schools
1964-October 1970

(number)

Year indentured	Total	Completions	Currently in program	Cancellations
1964	1	1	0	0
1965	0	0	0	0
1966	1	1	0	0
1967	5	2	1	2
1968	5	0	1	4
1969	6	1	4	1
1970	[a]8	0	[a]8	0
Total.	26	5	14	7

Source: Based on information provided by the Office of the Apprenticeship Coordinator, Kalamazoo Public Schools.

[a]One was not indentured until November 10, 1970.

A further indication of rather limited minority participation in apprenticeable trades is shown in Table 10 (see page 23). Of the approximately 2,000 journeymen in selected local construction trade unions, only 29, or 1.4 percent, are from minority groups. The plumbers union and the sheetmetal union currently do not have any minority journeymen, although there are seven minority apprentices in these two trades. The carpenters union has the largest number of minority journeymen (12), while the painters union has the largest proportion (7.6 percent) of minority members. Even if all minority apprentices complete their programs, minorities would still represent only 2.0 percent of the total number of journeymen in the higher paying construction trades.

Concerted efforts to recruit minority apprentices in the past few years indicate that minority participation should increase in the near future. As noted previously, only two blacks were admitted into apprenticeship programs between 1964 and 1967 (see Table 8). Furthermore, the five blacks admitted in 1967 represented only 2.4 percent of all apprentices indentured during that year. During the past two years, however, the black accession rate has increased significantly--in 1968, 6.4 percent of all new apprentices were black; in 1969, 7.2 percent of all accessions were black. Although the black accession rate is still below the desired level, available evidence indicates that it has increased in 1970. Through

Table 9

Number and Percent of Black Apprentices Receiving Instruction Through the Kalamazoo Public Schools, by Job Title
October 1970

Job title	Total number of apprentices	Black apprentices	
		Number	Percent
Total	350	14	4.0
Bricklayers	11	2	18.2
Carpenters.	[a]33	[a] 2	6.1
Electricians.	60	2	3.3
Graphic arts workers. . .	8	0	--
Industrial electricians .	18	0	--
Painters.	13	0	--
Plumbers-pipefitters. . .	50	4	8.0
Sheetmetal workers. . . .	53	3	5.7
Tool-and-die makers and machinists.	104	1	1.0

Source: Based on information provided by the Office of the Apprenticeship Coordinator, Kalamazoo Public Schools.

[a]One was not indentured until November 10, 1970.

Table 10

Approximate Number and Percent of Minority Journeymen in Selected Construction Trades in Kalamazoo
March 1970

Trade	Total number of journeymen	Minority journeymen	
		Number	Percent
Total	2,062	29	1.4
Bricklaying	169	5	3.0
Carpentry	698	12	1.7
Electrical work	219	4	1.8
Painting.	105	8	7.6
Plumbing-pipefitting. . .	321	0	--
Sheetmetal work	550	0	--

Source: Based on interviews conducted with union business agents and upon information provided by Office of the Apprenticeship Coordinator, Kalamazoo Public Schools.

Note: Union jurisdiction often extends beyond Kalamazoo County.

October, 9.0 percent of the new apprentices receiving instruction through the Kalamazoo Public Schools were black.

The above analysis of minority participation suggests that local apprenticeship programs have had experiences similar to those at the state and national levels. Local programs are confronted with the same basic deficiency--the underutilization of blacks and other minorities in the apprenticeable trades. Attempts to place blame for this deficiency will accomplish little in the alleviation of the problem. Instead, fundamental causes for the lack of adequate minority participation should be explored for the purpose of providing positive solutions. Possible steps that should be taken to increase the number of minority apprentices cover a wide range of areas and will call for the support and participation of many groups and organizations in the community.

II. REQUIREMENTS AND STANDARDS FOR KALAMAZOO APPRENTICESHIP PROGRAMS

Public awareness of apprenticeship training is limited, not only in terms of information pertaining to the nature of the system and the status of minority participation, but also in terms of specific requirements and standards for local programs. Opinions or beliefs about local programs range from the idea "that anyone can get in" to "it is impossible for anyone but an insider to gain entry." In reality, the actual situation lies somewhere between these extreme points of view. This section contains information regarding methods of recruiting apprentices, entry requirements, and selection procedures.

Methods of Recruiting Apprentices

In recent years the strategy of recruiting applicants for apprenticeship has shifted slightly from the passive traditional techniques of processing applications from walk-ins and the acceptance of referrals from union journeymen to more active outreach and recruiting. The degree to which active outreach and recruiting are relied upon, however, varies widely from trade to trade, as indicated below.

In the *plumbing-pipefitting trade* there is little, if any, active recruiting of applicants by the union or the JAC. Applications are *generally* accepted throughout the year by the union business agent from walk-ins or from candidates referred by contractors or union members. In addition, some limited recruiting of apprentices from the Laborers Union is undertaken by mechanical contractors. The fact that the selection of apprentices for this trade is made exclusively by employers partially explains why more aggressive recruiting by the union does not take place. The importance of informal recruiting methods for this trade is indicated by the large proportion of apprentices who have either worked as laborers for mechanical contractors or are related to a journeyman in the local union.

The JAC for the *carpentry trade* relies upon a number of different approaches to attract apprentices, including some methods that are specifically oriented to attracting minority applicants. Several referral sources in the community (Michigan Employment Security Commission [MESC], the public schools' apprenticeship coordinator, and vocational teachers) are notified when openings exist. In addition, notices are placed in the *Kalamazoo Gazette* and the *Kalamazoo Ledger* in an attempt to generate applications from minority individuals. The JAC also places announcements in a union publication and utilizes word-of-mouth recruiting. Applications for this trade are generally accepted during the month of March, but applications may be accepted subsequent to this date if there is a need for additional apprentices.

The *electrical trade* JAC also relies upon a number of different methods of recruiting, including advertisements in the *Kalamazoo Gazette* and the *Kalamazoo Ledger* and referrals from journeymen, MESC, local high schools, and the apprenticeship coordinator of the public schools. Because the electrical trade is considered desirable by many individuals, there is little need for outreach to attract a large number of applicants. Each year this JAC indentures approximately 20 apprentices. Historically the program has had an extremely large ratio of applicants to openings. For example, in 1968 there were over 300 applicants and approximately the same number in 1969. In both years around 100 of the applicants met the JAC's minimum requirements for entry, thereby creating a very favorable selection position for the electrical trade. Before 1969 applications were accepted only during the January-March period. Under a new policy, however, applications are now accepted throughout the year, with all applications received after April 1 being considered for the following year.

Only limited outreach activities are pursued by the *painting and decorating trade* JAC. Recruiting for this trade consists primarily of notifying key referral sources--MESC, area schools, and the Laborers Union--that applications are being received. In addition, some walk-in applications are usually received each year. Applications for the trade are accepted throughout the year by the union's business agent.

The sources of referrals for the *bricklaying trade* include MESC, the apprenticeship coordinator for the public schools, and union journeymen and apprentices. In addition, the JAC also recruits from the Laborers Union; in the past it has advertised in the *Kalamazoo Gazette*. In an attempt to attract minority candidates, the bricklaying trade JAC has asked two community organizations--NAACP and Douglass Community Association--to refer applicants to the program. Although this effort has not produced many minority applicants to date, it is viewed as the type of recruiting technique that is needed to increase the number of applications from minority individuals. Applications are received throughout the year, although interviews and tests are administered by the JAC only when there is a need for apprentices.

As in the case of the plumbing-pipefitting trade, apprentices for the *sheetmetal trade* are selected by contractors rather than by the union or the JAC. Therefore, active recruiting is done primarily within the Laborers Union, but individual contractors use other sources. They request referrals from MESC, the apprenticeship coordinator for the public schools, and local high school vocational teachers. Applications may be made throughout the year.

The recruiting procedures utilized in the *industrial trades* are similar to those used in the construction trades. Notices of apprenticeship opportunities are posted in the normal places in plants and in the union hall, and information bulletins describing openings and minimum requirements are sent out periodically to schools, MESC, Kal-Cap, Douglass

Community Association, and other community organizations. Word-of-mouth recruiting is also relied upon in an effort to solicit applications from minority group individuals.

This review of the methods of recruiting apprentices reveals that the trades normally engage in efforts that meet minimum BAT requirements pertaining to the dissemination of information; that is, apprenticeship sponsors post openings at the usual places where applications may be made and notify the employment service and local schools prior to the time of selection. In addition, some JAC's have taken more positive steps to attract minority apprentices by advertising in local newspapers and by recruiting through community organizations. Although these last-mentioned approaches have not been very successful, it is believed that in the long run they will be important in increasing the number of minority applicants.

Entry Requirements and Selection Procedures

Information pertaining to entry requirements for different apprenticeship training programs is needed by a number of groups and organizations in the community, including high school counselors and teachers, employment services and other job placement personnel, and community agencies such as Douglass Community Association and Kal-Cap. To some extent, information on training requirements and opportunities is currently being disseminated to many of these groups. It is important, however, that individuals be provided not only with a general outline of minimum requirements, but also with detailed data concerning the selection criteria utilized by each trade. To meet this need for information, this section includes a discussion of specific entry requirements, interview and testing procedures, and the selection criteria used in the different apprenticeship training programs in the Kalamazoo area.

Age

The minimum age for entry into most apprenticeship programs in Kalamazoo is 18, with the maximum age varying from 25 to 27. In practically all of the trades, however, the upper age limit is quite flexible. Most selection committees will extend the upper limit four or five years for individuals who have completed a tour in the military and have an honorable discharge. In other cases, the age requirement is often waived. For example, the plumbing-pipefitting trade recently indentured a minority individual who is 37 years old. In explaining this action, a member of the plumbing-pipefitting JAC expressed the view that if a man has met other minimum requirements, is in good health, and has related work experience, he generally will be considered for the program.

Selection committees for some of the other trades attempt to apply the age requirements rather strictly. The reasons advanced for this

policy are as follows: First, persons in the 18-26 age group generally will have less demanding financial responsibilities than do older workers. Therefore, selection committees believe that the younger apprentice can live on apprenticeship wages without too much financial strain. Second, JAC's prefer to choose candidates who have recently completed their secondary and postsecondary education. Third, the employer representatives on the JAC's often prefer to select younger apprentices who will be expected to render productive work for many years. Because employers bear the greatest share of the cost of apprenticeship training programs, they seek the greatest return for the money they spend.

Even though these reasons for adhering to the age requirements have a certain degree of validity, most selection committees recognize certain problems that are often encountered in selecting younger apprentices, particularly those in the 18-22 age group. For one thing, the younger apprentices have a greater tendency to "job hop," creating a rather high dropout rate. Also, some of the younger apprentices exhibit somewhat less than desirable work attitudes and habits. Because of these problems, JAC's may begin to adopt an even more liberal policy toward age requirements.

Education

High school graduation or equivalent education (usually satisfactory General Education Development [GED] test results) is required for entry into all of the apprenticeship training programs. In a few of the trades, however, this requirement is applied rather loosely. In the painting and decorating trade, the high school graduation requirement is often waived. In the carpenters' program, the JAC merely requires applicants who have not completed high school to take the GED examination and generally accepts this as satisfactory compliance with the educational requirement. The remaining apprenticeship programs apply the high school completion or equivalent education requirement rather strictly.

Blacks and other minorities sometimes view the education requirement as an artificially high standard for entry into apprenticeship training. This view is held because minorities are aware that many workers in the trades have attained journeyman status with as little as an eighth or ninth grade education. However, many of these individuals attained journeyman status through avenues other than formal apprenticeship programs. On the other hand, most JAC's support the high school completion requirement as a minimum standard because they feel that this level of education provides individuals seeking apprenticeship with the minimum preparation needed.

According to members of local JAC's, persons interested in gaining entry into apprenticeship programs should have an adequate background in a number of courses including vocational shop, mathematics, mechanical drafting, and general courses that will provide them with basic communications skills. The specific courses that are recommended as basic

preparation for the various apprenticeship programs are summarized below:

Bricklaying

1. Mathematics--business math, algebra I, and geometry.
2. Mechanical drawing.
3. Shop courses.
4. Communications courses.

Carpentry

1. Mathematics--business math, algebra, and geometry.
2. Shop courses.
3. Blueprint reading.
4. Communications courses.

Electrical

1. Mathematics--general math; algebra I and II.
2. Physics.
3. Mechanical and architectural drawing.
4. Metal and wood shops.

Industrial

1. Mathematics--algebra and geometry.
2. Physics.
3. Mechanical drawing.
4. Shop courses, particularly metal shops.

Painting and Decorating

1. Business math.
2. Shop courses.
3. Blueprint reading.
4. Communications courses.

Plumbing-Pipefitting

1. Mathematics--business math, algebra, and geometry.
2. Physics.
3. Mechanical and architectural drawing.
4. Shop courses.

Sheetmetal

1. Mathematics--general math, algebra, and geometry.
2. Mechanical and architectural drawing.
3. Metal and wood shops.
4. Communications courses.

Physical Examinations

In the industrial apprenticeship programs, physical examinations are required to determine the fitness of applicants for the trade in question. In most cases these examinations are rather strict and are administered by the employer's physician. In the construction apprenticeship programs, physicals are not required by four of the selection committees--painting and decorating, bricklaying, plumbing-pipefitting, and carpentry. To gain entry into the electrical program, an applicant is required to have an examination at his own expense. A candidate for the sheetmetal program must "show evidence of good physical health and absence of any physical disability that would prevent his employment in the trade"; although this does not necessarily require a complete physical, it does require a physician's certification.

Tests

Some type of test is required for all of the apprenticeship training programs. Three of the construction trade programs--painting and decorating, sheetmetal, and plumbing-pipefitting--require only the General Aptitude Test Battery (GATB) administered by the Michigan Employment Security Commission. The remaining construction trades require the GATB plus an examination administered by the sponsor of the training program. For the carpentry program, this latter examination consists of a short math test containing approximately 20 questions. The math test is administered by the business agent of the carpenters union. The carpenter's test was developed by the local JAC and is believed to be much easier than the examination recommended by the national JAC for the carpentry trade. The JAC for the bricklaying program also requires a math test that is administered by the union business agent. The test required for the electrical program is a 50-question examination consisting of 30 questions pertaining to mathematics and related subjects and 20 questions covering current events and word relationships.

Test requirements in the industrial trade programs vary with different employers. As an example, one of the largest sponsors of industrial apprentice programs in the Kalamazoo area requires a variety of tests, including examinations covering arithmetic, algebra, and geometry and several aptitude tests. All of these examinations are professionally developed and are administered by company personnel.

Most of the sponsors of apprenticeship programs allow applicants to retake the tests if they fail to make a passing score on the initial attempt. Two programs--painting and decorating and sheetmetal--do not generally allow applicants to retake the examination, but exceptions may be made. This policy is based on the belief that individuals who fail the GATB initially may not improve their scores appreciably on subsequent attempts. The remaining programs in both the construction and industrial trades provide for retakes. In the bricklaying program individuals are

informed of their areas of deficiency and are allowed to retake the examination without a waiting period. For other programs, however, waiting periods are imposed ranging from six months in the plumbing-pipefitting program to one year in the electrical and carpentry programs.

Interviews

The oral interview is one of the most important criteria involved in the selection of apprentices for practically all programs. Many of the selection committees assign a rather large proportion of the candidate's composite score to the interview, sometimes as high as 20 percent. It should be noted, however, that an interview for one of the industrial apprenticeship programs usually accounts for a smaller proportion of an individual's composite score than is the case for the construction trades programs. For example, for one of Kalamazoo's major industrial apprentice programs, it is approximately 6 percent.

Guidelines on interview procedures established by national JAC's suggest that local selection committees use the oral interview to evaluate a candidate on such qualities as motivation, sincerity, attitude toward work, and the ability to manage his finances on wages earned as an apprentice. To illustrate the type of evaluation made by various local selection committees, the major areas covered in interviewing candidates for apprenticeship programs are summarized below by trade:

Bricklaying. Interview conducted by union business agent.

1. Determination of applicant's interest in program.
2. Assessment of applicant's previous job behavior.
3. Review and assessment of courses taken by applicant in high school.
4. Appraisal of applicant's ability to get along with other people.
5. Determination of applicant's ability to live on apprentice's pay and to continue in the program.

Carpentry. Interview conducted by the entire JAC.

1. Assessment of applicant's personal appearance.
2. Review and assessment of applicant's school record.
3. Review and assessment of applicant's past employment experience.

4. Determination of applicant's interest and desire to become an apprentice.

5. Assessment of applicant's previous job behavior.

6. Assessment of applicant's physical fitness for the program.

Electrical. Interview conducted by the entire JAC.

1. Determination of the desire and interest of the applicant for entry into apprenticeship in general and the electrical trade in particular.

2. Assessment of applicant's previous work experience, especially in electrical and related areas.

3. Evaluation of applicant's hobbies to determine if any of his extracurricular activities were in mechanical areas.

4. Review and discussion of the applicant's high school transcript and courses taken.

5. Assessment of candidate's appearance and ability to communicate.

6. Assessment of applicant's attitude toward work.

Industrial. Interview generally conducted by the JAC.

1. Assessment of applicant's knowledge of work involved in the trade.

2. Determination of strength of applicant's desire to get into skilled trades.

3. Determination of probability of applicant's staying in the program.

4. Assessment of stability and maturity of the applicant.

Painting and Decorating. Interview conducted by chairman of JAC or union business agent.

1. Determination of applicant's interest in program.

2. Assessment of applicant's job attitude.

3. Review of applicant's work experience in mechanical areas.

Plumbing-Pipefitting. Interview conducted by individual contractors.

1. Determination of applicant's job attitude.
2. Determination of applicant's interest in the program.
3. Review of applicant's work experience.
4. Assessment of courses taken by applicant in high school.

Sheetmetal. Interview conducted by the secretary of the JAC or by individual contractors.

1. Determination of applicant's interest in apprenticeship.
2. Assessment of applicant's capability to perform required work.
3. Review of applicant's hobbies of a mechanical nature.
4. Review of applicant's school record.
5. Assessment of applicant's attitude toward work.

As the above outline indicates, areas covered in the interviews are basically the same for all trades. The rather general nature of the factors evaluated suggests that the interview process may be influenced by subjective, if not arbitrary, judgments. In other words, oral interviews as a selection procedure may be susceptible to a variety of interviewer biases and attitudes. Yet, the interview can be an effective part of the selection process if proper techniques and experienced interviewers are used. A number of steps may be taken by the applicant to prepare for the interview. First, by knowing the type of questions that are likely to be asked, a candidate can begin formulating his answers prior to the interview. Second, because "making a good appearance" is an important factor, an applicant should appear before the selection committee in a neat and appropriately dressed manner. Third, an applicant who has some difficulty in communicating his ideas to others should seek assistance from school personnel or community agencies in preparing for the interview. In short, a candidate for an apprenticeship program should take the appropriate steps to assure that during the interview he makes a positive rather than a negative impression on the selection committee.

Composite Score

For the electrical, painting and decorating, bricklaying, and carpentry trades, the final selection of apprentices is made by the JAC's. Apprentices for the industrial, sheetmetal, and plumbing-pipefitting programs are selected by employers.

An apprenticeship candidate for almost any trade is selected on the basis of a composite score awarded for the aptitude test, entrance examination (if applicable), high school record or GED test, work experience, physical examination (if applicable), references and conduct record, and interview evaluation. In this manner, an apprentice is normally selected from a list of eligible candidates, with the list arranged in descending order according to the total points scored. To illustrate the basis for an applicant's composite score, and the weighting of the various requirements, the scoring scale for carpentry is shown below.

Total points possible	100
Aptitude test (MESC test)	20
Math test	20
High school record (subjects taken, grade average, and subjects related to trade)	15
Work experience (type of job and job stability) . . .	12
References and conduct record (two or more favorable references from former employers, school officials, or other nonrelated persons, and no public record of serious bad conduct)	12
Appearance of application (neatness and accuracy) . .	3
Interview evaluation.	18

General Information

Standards and selection procedures may be altered from time to time; therefore, whenever persons desire information about the various programs, they should obtain it from the appropriate JAC's or from the apprenticeship coordinator of the public schools.

At the present time, a number of changes have been proposed by the U.S. Department of Labor for the Federal Regulation on Nondiscrimination in Apprenticeship and Training. The proposed changes, if implemented, would alter selection procedures in practically all of the local apprenticeship programs. The Federal Regulation on Nondiscrimination, which was originally issued by the Secretary of Labor in 1963, is intended to guarantee true equality of access to apprenticeship. The regulation applies to all apprenticeship programs registered with the Bureau of Apprenticeship and Training of the U.S. Department of Labor or with recognized state apprenticeship agencies. The proposal covers changes in requirements for the dissemination of information, criteria for validating selection tests, methods of scoring, requirements for oral interviews, requirements for acceptable affirmative action plans, procedures for creating a pool of eligible candidates, and procedures for selecting apprentices from eligibility pools.

III. BARRIERS TO INCREASED MINORITY PARTICIPATION

To identify the problems that must be overcome to increase significantly minority participation in apprenticeship training, the Committee conducted a series of detailed interviews with persons closely associated with apprenticeship programs. A total of 25 interviews was conducted with representatives of the following groups: building trades contractors and union officials, eight; building trades rank-and-file journeymen, seven; industrial trades apprenticeship program sponsors, two; and blacks associated with apprentice programs, eight. (Six of the blacks who were interviewed are currently indentured in an apprenticeship program; one has attained journeyman status by completing his apprenticeship; and one has been dropped from the program.)

Information received from union officials and employers provided the Committee with insight into the major barriers to increased minority participation as perceived by the sponsors of apprenticeship programs. Interviews with white rank-and-file journeymen were conducted primarily for the purposes of determining the attitudes of union members toward minority entrance into the programs and the major problems that may exist. Areas covered in the interviews with blacks included the interviewees' experiences in gaining entry into the programs, their assessment of the major obstacles hindering increased participation by blacks, and specific problems encountered on the job.

The major problems identified by each group were quite similar, but the interviewees revealed differences of opinion regarding the relative importance of these problems. An underlying problem is that minority individuals have not been allowed equal access to apprentice programs or they have not, for a number of reasons, taken advantage of existing opportunities to gain entry into the programs. In this regard, the Committee recognizes that many of the deficiencies in the system of apprenticeship, particularly as it relates to minority individuals, are the result of discriminatory policies and actions--both in obtaining entry into the trades and in gaining access to those resources that can better prepare individuals for apprenticeship training. Even though recent actions by employers, unions, schools, and other groups have reduced this problem, the Committee stresses the importance of considering the discriminatory elements that may be inherent in many of the barriers to increased minority participation that are presented below.

Major Barriers

Attitudes Toward Minority Apprentices

Although representatives of each group indicated that the attitudes of white workers toward minorities created some difficulties, different degrees of significance were attached to this problem. Some of the

program sponsors and rank-and-file workers indicated that many of the actions that blacks view as being discriminatory are not intended that way. As an example, minority individuals view the assignment of cleanup jobs as discriminatory action on the part of the white journeymen on the job. According to the sponsors of apprenticeship programs, these jobs are all a part of apprentice work; and white as well as black apprentices are assigned such jobs.

Several of the white rank-and-file journeymen expressed the opinion that the attitudes of both whites and blacks often lead to unnecessary problems. One journeyman carpenter noted that "attitudes on the part of both blacks and whites often create problems. Management, foremen, and fellow workers must be willing to give a guy [black] a chance." Along the same lines, another white journeyman noted that "the attitudes held by both races must change--the white man who feels superior to blacks and the black man who believes that you have to destroy before you can build something better [--both must] change. Everyone should have equal rights before the law, [in] education, and [in] employment; but, you cannot give it [a job] to anyone because of color." These comments seem to pinpoint the sentiments of many white workers; that is, the trades must be willing to accept any individual, regardless of color, who can carry his own load. However, if a white or black worker is unable or unwilling to perform the required work, then problems are likely to be encountered with other workers on the job.

A somewhat different dimension of the attitude problem was provided by the blacks who are or were associated with apprenticeship programs. Some of these individuals indicated that white journeymen often make it difficult for minority workers on the job. A minority apprentice noted that "some journeymen will delegate most cleanup jobs to blacks even when there are white trainees available. Also many of the problems a black trainee encounters are very subtle in nature and are mainly part of the attitudes of fellow workers." Another minority apprentice noted that "white journeymen are accustomed to having blacks as laborers and they stereotype blacks. In some instances, they do not call tools by proper names to prevent black apprentices from learning their names." Hazing as an informal practice is often interpreted by blacks as being racist and, therefore, should be eliminated. It is also important to note that several minority apprentices felt that older white journeymen tended to be more prejudiced against blacks than were the younger white journeymen or apprentices.

The above comments indicate that there is a need for increased mutual understanding between white workers and minority apprentices. On the one hand, all white workers should constantly be on guard to prevent their actions and comments from communicating discrimination toward minorities. On the other hand, black as well as white apprentices should be prepared to accept the formal and informal requirements of apprenticeship, including the assignment of cleanup tasks. They should realize that there are other jobs just as distasteful as cleanup, that there is much to be learned from their fellow workers as well as their supervisors, and that generally it takes the cooperation of many people to get a job done.

In addition to the aforementioned attitude problems, blacks often view certain employment practices as being discriminatory. In this regard, some blacks noted that the actions of employers do not verify the expression that blacks are given equal consideration for employment. For example, adherence to the concept of "last hired, first fired" is interpreted by blacks as a barrier to equal employment opportunities.

Inadequacies of Vocational Counseling Programs

The lack of comprehensive vocational counseling programs in the public schools was cited as one of the major barriers to increased minority participation in apprenticeship programs and in vocational-technical occupations. Although some of the interviews revealed that the interviewees were not fully aware of the scope and objectives of the schools' counseling and guidance programs, several specific limitations or deficiencies in these programs were noted. To some extent, the apparent deficiencies are created by the seemingly high ratio of students to counselors. The need for more comprehensive and specialized counseling activities indicates that additional counseling personnel may be required before these deficiencies can be alleviated. In addition, a great deal of concern was expressed because of the seemingly disproportionate emphasis on counseling the college-bound student. In this regard, one of the minority apprentices pointed out that the "emphasis on counseling needs to change from everyone going to college; students should be informed that they can make a good living by working in the trades." The specific limitations and deficiencies identified through the interview process are summarized below:

1. Lack of specialized vocational counseling and placement activities. This deficiency is evidenced by the apparent lack of meaningful vocational counseling and placement functions in the schools.

2. Need for better coordination and cooperation between school counselors and persons associated with the skilled trades.

3. Need for expanded inservice training programs for counseling personnel, including the provision of world-of-work orientation programs for counselors and programs designed to increase the counselors' awareness of opportunities and requirements of the vocational-technical occupations.

4. Counselors either have not been provided with, or have not taken advantage of, available information pertaining to employment and training opportunities. The types of information needed most by counselors on career alternatives include information on available job openings, expected rates of pay, shortcomings of various jobs, requirements for entry, the level of education or training needed for entry, and the training opportunities available.

5. Need for increased emphasis on working with the noncollege-bound youth concerning alternative vocational career opportunities.

Lack of Apprenticeship Information Available to Minority Groups

Another barrier that is closely related to the inadequacies of vocational counseling is the limited amount of information regarding apprenticeship opportunities and requirements provided to minority individuals. Although a number of JAC's and unions have adjusted their recruiting techniques in an effort to increase awareness of apprenticeship programs, it appears that more attention should be given to this area. A minority apprentice pointed out that "blacks generally are not prepared or told about any type of job that pays a decent rate of pay." According to another minority apprentice this problem is even more complicated because most black kids do not believe that they can gain entry into the skilled trades. Efforts to increase awareness of opportunities among minority individuals, therefore, must focus not only on providing information but also on demonstrating that minorities do, in fact, have equal access to apprenticeship programs.

Lack of Applications From Minority Individuals

The difficulty that local JAC's and employers have encountered in getting a sizable number of minority individuals to apply for apprenticeship is related to, or has been caused by, some of the other barriers. A variety of reasons has been advanced for the blacks' limited interest in apprenticeship training. First, the minority individual who has an excellent educational background may choose to enter college rather than to work in the skilled trades. Second, a number of potential candidates may not know enough about the opportunities that are available through apprenticeship training. Third, the number of potential minority candidates may be significantly less than is believed. For example, a review of the post-high school plans of Kalamazoo Central's 1970 graduating class revealed that of the total number of black males who graduated only 21 did not plan to attend post-high school educational institutions. Fourth, some minority individuals may not apply for apprenticeship because they do not perceive work in the skilled trades as a realistic career alternative. This may be particularly true for those individuals who do not know anyone in their peer group who has succeeded in an apprenticeship program. In reference to this latter explanation for the limited number of black applicants, a local JAC member noted that there is a definite need for success stories to show blacks that they can get into programs and can succeed.

Lack of Educational Preparation for Apprenticeship Training

The lack of an adequate educational background was cited as one of the reasons why some applicants (white and black) either do not gain entry into the programs or have difficulties in continuing the programs after they are admitted. Mathematics, mechanical drafting, and shop courses are considered to be minimal requirements for most of the apprenticeship programs. Applicants who do not have adequate preparation in these areas encounter problems in gaining entry into the programs. One of the local apprenticeship sponsors noted that all applicants (black and white) must meet the basic educational requirements--"The doors are open if they [blacks] have the required educational background; if there are openings, they can get in."

Need for Expanded Vocational-Technical Education Programs

The quantity and quality of vocational-technical education programs in the public schools can have a major influence on preparing students for apprenticeship training and for other careers that do not require a college education. Several of the interviewees noted that occupational education programs (industrial arts, vocational-technical education, distributive education, etc.) should be given more emphasis in the schools. One of the white journeymen pointed out that "programs are needed in the early grades that can help keep kids in school--programs that have as a goal a job in the near future." Several interviewees stressed the importance of expanding and improving the vocational-technical courses which are available to all students. Also, a high priority was attached to the need for formal world-of-work orientation programs as part of every student's educational background.

Job Behavior and Attitudes

Several of the JAC representatives pointed out that it is sometimes difficult to retain apprentices after they have gained entry into the programs because of poor job behavior and attitudes. All apprentices--black and white--must be willing to attend related instruction classes, to perform adequately on the job, and to maintain a reasonable record concerning absenteeism and tardiness. If an apprentice is unable or unwilling to perform in this manner, he is subject to termination from the apprenticeship program. One of the white rank-and-file journeymen noted that "the biggest problem is getting blacks to stay in the program and to attend school. In some cases, unions and contractors are bending over backwards to keep blacks because they are black." Another white journeyman pointed out that problems are greater for the younger black kids than for the older black individuals because they encounter more frustrations. Most of the interviewees noted that attitude and behavior problems are not unique to black apprentices, but apply to the white apprentices as well.

Need for Affirmative Action Programs and Preapprenticeship Training

Because of the multiple problems encountered by minorities and because traditional approaches have failed to increase minority participation substantially, the need for affirmative action hiring programs and preapprenticeship training was noted by some of the persons interviewed. It was pointed out that affirmative action programs should involve not only the "pledging" of job opportunities for minority individuals, but also the provisions for education, training, and related services that can better prepare minorities for employment in the skilled trades. There is also a need to explore avenues for providing preapprenticeship training as part of the vocational education programs offered by the public schools.

Rankings of Factors Limiting Minority Participation

A list of 12 factors or possible explanations why minority participation is limited in apprenticeship programs was developed by the Committee for use in the interview process. After each interviewee had informally listed barriers to minority participation in apprentice programs, he was requested to rank each of the factors on a five-point scale: most important (most limiting), more important, average importance, less important, and least important. The results were then compiled into composite rankings for the total number of interviewees and for each group involved. The results of the rankings are shown in Table 11.

It should be emphasized that all factors ranked by the interviewees are considered to have an important bearing on minority participation in apprenticeship training. The rankings, therefore, are intended to indicate relative differences in the degree of limitation of each of the factors, as judged by the persons interviewed. As such, the rankings provide further insight into the problems that must be overcome if minority participation is to be increased significantly.

As could be expected, each group differed in judging the relative importance of the factors in limiting minority participation in apprenticeship. Considering the composite rankings for all interviewees, the most important factor was judged to be "limited counseling and guidance available in schools pertaining to occupational education and apprenticeship for the noncollege-bound youth." This factor was ranked first by all groups except the blacks, who judged it to be fifth in importance. The blacks indicated that the most important factor is "limited information available to blacks pertaining to how to apply for apprenticeship." In the composite score for blacks, "lack of awareness on the part of minority group persons of available apprentice training opportunities" and "lack of craftsmen or union officials acquainted with minority group persons to act as advocates or sponsors for them in gaining entry into apprentice programs" were tied for the second most limiting factor.

Other differences in the composite rankings made by each group can be noted by reviewing the results shown in Table 11.

The factors limiting minority participation and the barriers presented in this section are believed to be representative of the problems that must be overcome if minority participation in local apprenticeship programs is to be increased. The Committee believes that efforts to alleviate these problems will require positive commitment and support from all groups associated with apprenticeship training--selection committees, unions, employers, and the public schools.

Table 11

Composite Rankings of Factors Limiting Minority Participation in Apprenticeship Programs by Group Interviewed

Factor	All interviewees	Blacks associated with programs	Building trades contractors and union officials	Building trades rank-&-file journeymen	Industrial trades program sponsors
Limited counseling and guidance available in schools pertaining to occupational education and apprenticeship for the noncollege-bound youth	1	5	1	1	1
Lack of awareness on the part of minority group persons of available apprentice training opportunities	2	2-3	2	8	4-5
Tendency for minority group persons not to apply for apprentice programs because entry is not perceived as a realistic possibility	3	6-7	6	5	2-3
Lack of preapprentice training programs designed to prepare minority group persons to meet formal qualifications required for entry into apprenticeship.	4	8	7	3	6-7-8

Lack of adequate formal educational preparation for apprenticeship, including experience in test taking and interview techniques.	5	9	4	6	6-7-8
Qualified blacks have a tendency to choose the professions and white-collar jobs as career goals rather than the skilled trades. . .	6	10	5	2	2-3
Lack of craftsmen or union officials acquainted with minority group persons to act as advocates or sponsors for them in gaining entry into apprentice programs.	7	2-3	11	9	4-5
Limited information available to blacks pertaining to how to apply for apprenticeship	8	1	9	11	10-11
Difficulties minority group persons face in winning social acceptance and in combating discrimination on the job	9	6-7	10	7	12
Minority group members do not meet educational requirements (high school diploma)	10	11	8	4	6-7-8
Limited recruiting and outreach by JAC's, employers, and unions designed to attract minority group persons.	11	4	12	12	9
Lack of familiarity on the part of minority group persons with the world of work	12	12	3	10	10-11

Note: Factors are ranked on a scale of 1 to 12. Hyphenated numbers indicate ties.

IV. ANSWERS TO CHARGES AND RECOMMENDATIONS FOR ACTION

The preceding review of apprenticeship programs and the determination of major barriers to increased minority participation provide the basis for many of the Committee's answers to charges and recommendations for action. The Committee has attempted to answer in as comprehensive a manner as possible the four charges given to it by the superintendent of the Kalamazoo Public Schools. It is anticipated that the implementation of many of the recommendations detailed in the following pages will lead to an "immediate" improvement in the level of minority participation in apprenticeship training. However, it should be noted that long-run improvement can be achieved only if there is a continual commitment for hiring and training minorities and if the community's educational system and other resources respond to provide the types of counseling, education, and training necessary to prepare individuals for the world of work.

Charge No. 1

Gather evidence as to whether or not apprentice selection committees or companies providing apprentices are taking positive action to increase the number of minority group apprentices

After reviewing the different programs and efforts that have been pursued by employers and unions, the Apprenticeship Study Committee concludes that positive action is being taken to increase the number of minority group apprentices. The results of such action to date, however, have been quite disappointing. The Committee recognizes that the problem of achieving increased minority group participation is of such complexity that any program short of total commitment will have limited impact. It is becoming increasingly obvious that the mere removal of discriminatory barriers will not by itself lead to a substantial increase in minority apprentices. The lack of more substantial employment gains in the apprenticeable trades for minorities, both in the local community and throughout the nation, indicates clearly the need for aggressive commitment to affirmative action policies and programs for hiring and training minorities.

The specific programs and efforts that the Committee views as being indicative of positive action and the Committee's evaluation of the current and potential effectiveness of these programs are summarized below.

Area Construction Trades Affirmative Action Committee (ACT-AAC) Program

The program with the *greatest potential* for increasing the number of minority apprentices is believed to be the affirmative action program planned and developed by ACT-AAC. The Steering Committee of ACT-AAC (composed of representatives from the building trades unions, contractors, and Douglass Community Association) is working with area schools, the Kalamazoo Building Trades Council, and private and public agencies in the community in an effort to provide a program with an equal opportunity approach to the hiring of blacks and other minorities. The purpose of the plan is to provide maximum opportunity for the training and employment of minority members who have resided in Kalamazoo County for a period of at least six months.

The objectives of the affirmative action program and many of its features are similar to those of plans publicized for such cities as Philadelphia, Chicago, Denver, and Boston. However, the local effort differs significantly from the Philadelphia Plan, both in philosophy and scope. In contrast to the Philadelphia Plan, *the ACT-AAC program is being developed locally by interested parties without pressure or influence from outside the community.* This feature indicates a certain degree of commitment on the part of business and union leadership that hopefully can lead to an alleviation of local problems by local efforts. The ACT-AAC Committee recognizes that a comprehensive program with maximum voluntary participation must be implemented if the number of minority apprentices is to be increased significantly. To accomplish this goal, the program is based in large part on working agreements which will be signed by local contractors and unions, with the scope of the agreements encompassing all construction located in the local unions' jurisdiction, primarily Kalamazoo County. The basic purposes of the agreements are to provide employment opportunities and related supportive services to minority group individuals from the Kalamazoo area. The comprehensiveness of the program is indicated by the following list of services that will be provided through the program.

1. Recruitment, screening, and orientation of trainees.
2. Preliminary training before on-site construction.
3. Job-related education.
4. Skill training.
5. Counseling.
6. Placement.

The ACT-AAC plan has been endorsed by a number of employers and unions, but changes in certain components of the program and in various procedures may occur before a final agreement is signed by participating

unions and employers. The following description of the plan is based on both union and employer versions.

To gain entry into the program, applicants must be physically capable of performing the tasks of the trade selected and are expected to have initiative and a real desire to learn a skilled trade, to be able to communicate, and to have adequate job behavior and a good record regarding absenteeism and tardiness. Although the program is not intended to create lower standards for the skilled trades, multiple opportunities will be available for individuals to increase their qualifications. For example, persons deficient in basic education will be given an opportunity to meet apprentice standards through the basic education component of the program. In addition, trainees will be provided opportunities to further their formal education and to become knowledgeable in the basic requirements of various trades.

Applicants accepted for the program will be classified in one of four categories, depending upon their previous work experience and current skill level. *The highest skill classification will be journeyman.* This category will include persons who (a) are licensed by public authority in a trade; (b) have in fact functioned as a journeyman; (c) have performed at a level of skill equivalent to that of a journeyman; (d) have completed the "advanced trainee" program under the ACT-AAC program; or (e) are otherwise qualified. It is understood that individuals with this classification, when covered by a labor contract, will receive the journeyman rate of pay as established by collective bargaining and will be admitted to full union membership in accordance with the established practices for nonminority employees.

The second classification is that of apprentice. The ACT-AAC program provides that minority persons who have equivalent experience or who meet existing valid qualifications and desire to enter an apprenticeship program shall be eligible for admission to the relevant apprenticeship program on the same basis as others.

Persons who are not qualified as journeymen and who have some related training, construction experience, or its equivalent, but who do not meet the requirements of apprentices will be classified as advanced trainees. Individuals in this category are eligible for placement in job-related education programs and on-the-job programs which seek to assist them in attaining apprentice or journeyman status within a reasonable time. It is understood that advanced trainees will receive appropriate apprenticeship pay.

Applicants who are not qualified for admission into one of the above three categories will be classified as trainees. Trainees will be employed by a contractor for a period of six months and shall be paid at a rate equivalent to the amount paid apprentices at comparable levels of proficiency. Trainees can attain advanced trainee status within this six-month period if the desired level of proficiency is reached.

The ACT-AAC program provides minority individuals with a number of alternative training and employment opportunities. After successful completion of six months' training, each trainee will make a choice, with the advice and approval of the Joint Administrative Committee, as to the specific trade into which he will transfer to begin training as a qualified apprentice. If the Joint Administrative Committee determines at any point during the six months' training that a trainee is not qualified for further advancement to the regular apprenticeship program, two additional training and employment opportunities are available: (1) the trainee may be referred to Douglass Community Association for other employment; (2) the trainee may be admitted to preapprenticeship training (advanced trainee classification) for six months. If the latter approach is pursued, the individual will receive on-the-job training and will be required to attend job-related education (JRE) classes during the evenings in an effort to further his basic education and knowledge of the basic requirements of the trade. After the six-month period of preapprenticeship training, the Joint Administrative Committee will again review the preapprentice trainee's performance and will refer the trainee to the regular apprentice program if he is qualified. If the trainee is found to be unqualified, he will be referred to the Douglass Community Association for other employment or to the Laborers Union.

Within the above classification of workers, journeymen will be given work priority over apprentices. Apprentices will be given work priority over advanced trainees who, in turn, will have priority over trainees.

The Apprenticeship Study Committee views the ACT-AAC plan as a positive step toward increasing minority participation in apprenticeship training. Yet, at the same time, the Committee recognizes several limitations or potential problem areas. The major concerns expressed by the Committee are noted below.

1. Although a number of employers have expressed support for the program and have agreed to employ trainees, and although some of the unions have endorsed the program, the *degree* of their commitment will be a critical factor in influencing its success.

2. Another concern of the Committee regarding implementation of the plan is the negative impact of the current low employment demand in the construction industry. It is recognized that an affirmative action program would have a higher probability of success during a period of relatively high employment demand. While recognizing this problem, the Committee expresses the hope that the current unfavorable job market will not be used as an excuse to postpone efforts necessary for the eventual implementation of the ACT-AAC program.

3. Securing an adequate funding base to support various components of the plan is another problem area. This problem, however, may be solved if the affirmative action program can be qualified for funding under the National Alliance of Businessmen's JOBS (Job Opportunities in the Business Sector) program.

If needed financial support cannot be obtained from this source, the Committee hopes that ACT-AAC will explore other possible funding arrangements, including voluntary financing from local employers and unions and the possibility of obtaining a contract with the U.S. Department of Labor similar to the contracts awarded the Workers Defense League of New York for affirmative action employment and training programs.

4. A potential problem area that may be influenced by the lack of adequate funding relates to the type and quality of needed supportive services for the program, including the following: (a) outreach and recruitment; (b) pre-job placement counseling and screening; (c) orientation to the world of work; (d) basic education, including mathematics and communications skills; (e) job training; and (f) continued followup services including counseling and other efforts to assist the trainees in adjusting to their new positions. Although there are a number of agencies (notably, Douglass Community Association and Kalamazoo Public Schools) that can provide these services, it is important that the agencies have adequate support to assure that the type and quality of available services meet the needs of the trainees.

Recruiting and Outreach Efforts by Unions, Joint Apprenticeship Committees, and Employers

Organizations that have the responsibility for selecting apprentices have taken some positive steps toward recruiting and attracting minority group applicants. This type of positive action has been evidenced primarily by the methods of recruiting relied upon by different unions and JAC's and by their attempts to develop referral sources among various agencies and organizations in the Kalamazoo area. While the Committee recognizes that these efforts are a step in the right direction, it is obvious that the overall results have not been very successful. To some extent, the forms of recruiting efforts summarized below indicate the reasons for the limited success thus far achieved.

1. Development of referral sources and recruitment through social and community agencies such as Douglass Community Association.

2. Recruitment through the Laborers Union.

3. Development of referral sources through minority apprentices and journeymen.

4. Development of referral sources through area schools (apprenticeship coordinator and vocational education teachers).

5. Advertisements placed in the *Kalamazoo Gazette* and *Kalamazoo Ledger* by unions and JAC's noting apprentice training openings.

6. Recruiting and hiring activity of industrial employers. The increase in the number of blacks employed by some of Kalamazoo's major industrial firms has exerted a positive influence on the minority employment problem and may lead to increased apprentice opportunities for the newly hired workers.

While the Committee recognizes that all these efforts are creditable, it sees that the overall results have not been very successful. Efforts to recruit additional minority apprentices indicate that some unions and selection committees have removed some major barriers often confronted by minorities in the past. Yet, blacks and other minorities have not responded to this action by applying in large numbers for apprentice training opportunities. Part of the explanation for the limited number of applications may be that many minority individuals do not perceive apprenticeship as a realistic possibility. If this is true, the implication would be that more effective outreach efforts are needed along with educational and upgrading programs that could qualify minority individuals to meet current apprenticeship standards.

Efforts To Increase Awareness of Apprentice Training Requirements and Opportunities

Local JAC's, unions, and employers have attempted, to some extent, to increase public awareness of apprentice training opportunities and program requirements. These attempts have been closely related to their recruitment efforts and have been focused primarily on providing information to area schools and agencies. To an increasing extent, representatives of union and employer groups are participating in career day programs sponsored by area schools and are providing information on apprenticeship directly to school and agency counseling personnel. However, as in the case of recruiting programs, the effectiveness of efforts to increase awareness has been quite limited.

Improvements in Methods of Selecting Apprentices

Several of the Joint Apprenticeship Committees have taken steps to improve selection methods, including testing and interview procedures. Although much more progress could be made in these areas, the changes already made should lead to the selection of apprentices on the basis of more relevant criteria than those previously used in some of the trades.

* * * * *

In summary of its assessment of positive action programs to increase minority group participation in apprentice training, the Committee reiterates that a number of important efforts have already been made or are in the process of being implemented. Although the results to date have been minimal, it is anticipated that, with the removal of some of

the major barriers, such programs as the ACT-AAC plan will lead eventually to an increased number of minority apprentices. The endorsement and acceptance of the affirmative action plan by unions and employers must be transformed into total commitment for hiring and training minorities. Unless this commitment is forthcoming, the percentage of minorities employed as journeymen in the skilled trades will continue to remain below that of minority representation in the Kalamazoo area.

Charge No. 2

Determine the likelihood of a substantial increase in the number of minority group apprentices in the next two years

Assuming that employment conditions will improve and that the ACT-AAC plan will be implemented in the near future, there is a fairly good probability that there will be an increase in the percentage of minority group apprentices in the next two years. The Committee anticipates that a rather large percentage increase may occur, but such an increase will involve a relatively small number (15 to 25) of minority persons. Although the anticipated increase may appear to be only a slight improvement, it is probably a fairly realistic expectation for several reasons. First, employment conditions, particularly in the construction industry, may not improve appreciably before six to 12 months, or possibly even longer. Care must be taken, however, to ensure that minority individuals are dealt with on an equitable employment basis as job opportunities run their course. Second, any substantial increase will depend primarily upon the success of the affirmative action plan which may not be operative for another six to 12 months. Third, there is some concern over the probability of attracting a large number of minority group applicants for apprenticeship opportunities. Efforts to increase awareness of such training opportunities and to persuade minorities to apply for training have not been very successful in the past. Although recruiting and outreach efforts are expected to be more successful, there is an increasing concern that the number of potential candidates may be somewhat smaller than was initially thought. While recognizing the above conditions, the Committee stresses the importance of recruiting minority individuals for apprenticeship training as openings become available.

The programs or efforts that should be instrumental in enabling unions, employers, and Joint Apprenticeship Committees to attract and to retain minority apprentices are noted below.

1. In the construction trades, the major program that will provide an increased number of minority apprentices will probably be the ACT-AAC plan.

2. Some industrial employers and selection committees are expected to take more positive steps toward hiring minorities, including the use of word-of-mouth recruiting through minority employees and recruiting through such agencies as the Douglass Community Association.

3. Improved vocational counseling programs in area schools should also result in an increased number of minority applicants.

4. Union and employer efforts to increase awareness of apprenticeship opportunities and requirements, and the fact that minorities can gain entry should result in an increased flow of applications from blacks and other minorities. Such efforts are expected to include more effective publicizing of apprentice programs, development of a better approach in explaining apprentice programs and opportunities to both school counselors and students, and "awareness" features in newspapers and on radio and television.

Charge No. 3

Provide recommendations for action on the part of business and industry, unions, and the schools to increase the number of minority group apprentices

Recommendations for Business and Industry

Employers can obviously play a major role in increasing the number of minority group apprentices in the Kalamazoo area. The initial role of business and industry is primarily in terms of the provision of jobs that make apprentice training possible. Although the responsibility for selecting apprentices is usually shared with union representatives on the Joint Apprenticeship Committees, employers can frequently assume a leadership position in opening new avenues for employment of minorities. To a considerable extent, the leadership of the local employers association, together with that of representatives of Douglass Community Association and various building trades unions in Kalamazoo, has been instrumental in the development of the ACT-AAC plan. The Committee endorses such efforts as this, but recognizes that business and industry involvement should be strengthened and expanded. With this goal in mind, the Committee recommends:

A. *That the construction industry give maximum support to the affirmative action plan.* Employer support for this program should include the following types of action:

   1. Agree to participate in the program by "pledging" jobs for minority trainees.

   2. Cooperate with the Joint Administrative Committee of ACT-AAC in implementing various components of the program.

   3. Sponsor "awareness" or human relations programs for company foremen and employees in cooperation with the appropriate union or Joint Apprenticeship Committee. Major objectives of human relations training would be to increase employee awareness of the problems encountered by minority trainees

and to see that company officials and workers reflect in their attitudes and actions the policies of the company toward the goals of the affirmative action program.

4. Support the affirmative action plan by volunteering qualified company personnel to assist in various education and training components of the program if qualified personnel are not available through the public schools or other organizations.

5. Assist ACT-AAC in obtaining the resources--money, equipment, and facilities--necessary for the successful operation of the program.

B. *That business and industry develop and implement programs designed to increase the awareness of apprentice training opportunities and requirements.* When feasible, such programs for the construction industry should be developed in cooperation with ACT-AAC and the appropriate unions and Joint Apprenticeship Committees. Business and industry involvement in this area could take the following forms:

1. Develop close contacts with community agencies that could serve as key counseling and referral resources. This would include agencies such as Douglass Community Association, Michigan Employment Security Commission, Kal-Cap, Youth Opportunities Unlimited (YOU), and other organizations that sponsor job development and placement programs.

2. Develop procedures for providing school personnel (counselors and teachers) with information on training and employment opportunities on a continuing basis.

3. In cooperation with unions and joint committees, sponsor informational and educational programs pertaining to training and employment opportunities in the apprenticeable trades.

C. *That business and industry increase their involvement in and support of vocational education programs.* Representatives of business and industry should exert a more active influence in the planning and operation of vocational education programs in an effort to increase program relevance and effectiveness. In regard to apprenticeship training, employers could:

1. Support evaluation of current apprentice requirements and standards, with the objective of eliminating unnecessarily restrictive and irrelevant requirements.

2. In cooperation with unions, explore and develop alternative approaches for training skilled workers to meet changes in industry needs.

Increased employer involvement in vocational education programs in general could possibly be accomplished by expanding the functions of existing occupational advisory committees to include:

1. Development of a more effective advisory role in curriculum planning.

2. An advisory role in planning for space and equipment needs.

3. Assistance in the designing of programs to attract students into vocational training areas.

4. Serving as an advocate for vocational education with emphasis on developing community and school administration support for vocational-technical education programs.

In summary, business and industry involvement on advisory committees should be comprehensive to the point of including such functions as student recruitment, assistance in developing and operating instructional programs, assistance to vocational education teachers, and public relations for vocational educators.

D. *That individual industrial employers adopt an affirmative action policy for employing minorities.* Such practices as the following should be relied upon to increase the number of minority group apprentices:

   1. Recruiting through other minority employees and various job development and placement agencies in the community.

   2. Evaluating company standards for employment and modifying them whenever possible in an effort to eliminate unnecessarily restrictive requirements. Such an evaluation should cover education and skill or work experience requirements and selection practices, including interview and test procedures.

Recommendations for Unions

The role of unions in increasing the number of minority group apprentices is critical, particularly in the construction industry where unions are primarily responsible for the training function. Discrimination in obtaining entry into the trades and in other areas undoubtedly has been one of the major barriers to increased minority participation. Although international unions and many locals have adopted nondiscrimination policies and have taken some positive steps to alleviate this problem, the negative impact of many years of exclusion cannot be overcome easily. To implement fully the nondiscrimination policies of unions, the Committee recommends:

A. *That local building trades unions make a commitment to the ACT-AAC program.* Unions should commit themselves to the affirmative action plan and engage in active outreach and recruiting of minorities as union members. This recommendation is made with the realization that the practice of merely accepting applications from qualified minorities is not an adequate approach to increasing significantly the number of minority apprentices. In supporting the affirmative action program, unions should:

1. Cooperate fully with employers, ACT-AAC, and local community agencies in implementing the different phases of the plan.

2. Assist ACT-AAC in planning and operating the training components of the program by volunteering skilled workers as teachers and by providing instruction manuals and materials. (See also recommendations A-4 for business and industry and D-2 for schools.)

3. Encourage their minority journeymen and apprentices to refer other minority individuals to the ACT-AAC program or to the regular apprenticeship programs.

4. Sponsor human relations programs for their officials and rank-and-file workers in an effort to alleviate subtle forms of discrimination and prejudice.

B. *That local unions sponsor programs and engage in educational efforts that will increase the awareness of opportunities in the skilled trades, of requirements for entry, and of the fact that the trades are open to all qualified applicants.* Such efforts, which should be oriented to providing realistic and complete information on apprenticeship, could include the following actions:

1. Provide printed information to schools, community agencies, and other groups or individuals who could counsel and refer minority group applicants to unions.

2. Sponsor informational and educational programs relating to apprenticeship training for school counseling and teaching personnel.

3. Assist school personnel in developing more meaningful career-day programs for students.

4. Develop and implement procedures whereby apprenticeship openings are announced to schools, community agencies, and civil rights organizations.

5. Develop and maintain effective working relations with minority leaders in the community.

C. *That local unions be encouraged to review entry requirements and standards for apprenticeship programs, and when feasible, to adjust program standards to meet present-day needs created by technological changes in their trade.*

D. *That local unions review selection procedures to determine if interview and testing techniques are fair and realistic in relation to the requirements of the trades.* Although testing and selection of applicants should continue to be the prerogatives of the sponsoring organizations, it is important that these procedures be relevant to the actual requirements.

Recommendations for Joint Apprenticeship Committees

In general, the Committee's recommendations for business and industry and unions apply to Joint Apprenticeship Committees, which are composed of equal representation from employers and unions. Because of the JAC's administrative control over most apprenticeship training programs, there are several areas where these committees can exert a leadership role in action to increase the number of minority apprentices. The Committee recommends:

A. *That each JAC in the construction industry endorse the ACT-AAC program and work actively to secure commitment from the union and employers in the appropriate trade.* The joint committees should attempt to generate enthusiasm and support for the plan, not only at the top level of employer and union management, but perhaps more importantly at the rank-and-file level. In an effort to accomplish this goal, JAC's should sponsor informational programs to explain in detail the objectives and mechanics of the affirmative action plan and should provide each rank-and-file worker with printed material which spells out the key role that he can play in influencing the success of the program.

B. *That each JAC begin the process of reviewing and, when feasible, modifying program requirements and standards to reflect more accurately present-day needs.*

C. *That Joint Apprenticeship Committees assist other agencies and organizations in the Kalamazoo area in sponsoring educational programs that are oriented to improving human relationships among various groups in the community.*

D. *That Joint Apprenticeship Committees, in cooperation with individual employers and unions, participate in programs designed to increase public awareness of apprentice training opportunities and requirements.* Such efforts could include work with school and agency personnel as well as participation in programs that are oriented to potential apprentice candidates. Each JAC

should also provide printed information on requirements and standards for apprenticeship in its trade to school counselors and agency personnel in the Kalamazoo area.

E. *That if the ACT-AAC plan cannot be implemented in the near future covering a workable number of building trades, each JAC develop and follow an affirmative action hiring and training program in an effort to attract more blacks and other minorities into its trade.*

* * * * *

Many of the recommendations presented above pertain to proposed immediate, short-range solutions to the problem of limited minority participation in apprenticeship training. Although the positive steps that can be taken by business and industry, unions, and Joint Apprenticeship Committees can have a direct impact over the long run in increasing the number of minorities employed in the skilled trades, it is hoped that most of the efforts will lead to an immediate improvement.

Recommendations for Schools

As is the case with employers and unions, public schools by their very nature are in a position to take positive action that deals with both short- and long-range solutions. The Committee believes that schools can exert a significant influence in making possible a substantial increase in the number of minority apprentices both in the immediate future and in the years ahead; the Committee therefore recommends:

A. *That schools expand and improve vocational counseling programs.* According to replies received from employers, union representatives, rank-and-file union members, and minority group apprentices, one of the major factors limiting the number of minority group apprentices is the limited vocational counseling and guidance available in schools for noncollege-bound youth. To remedy this situation, the Committee recommends that local schools:

1. Take positive steps to increase the emphasis on counseling concerning employment and training opportunities available to the noncollege-bound student.

2. Create a new position of "vocational counselor" in each high school. The vocational counselor should have a background in business and industry and should be knowledgeable about job and training opportunities. The specific responsibilities of the vocational counselor should include working directly with students who are interested in occupational training and employment opportunities. The Committee believes that efforts should be made to fill the position

with a black counselor. The current workloads of counselors and their duties and responsibilities should be evaluated to determine if this new position should be an addition to the present counseling staff or a reassignment made possible by the retraining and transferring of a counselor now on the staff.

3. Develop a continuing and mandatory program for inservice training for counselors and vocational education teachers. Such a program should include provisions for field trips into industry and for the participation of employer and union groups.

4. Create a new position of "placement coordinator" in each high school. The individual filling this position should have a background in business or industry and should be knowledgeable about available job and training opportunities. The functions of the placement coordinator should include job placement, student followup, and responsibility for developing and maintaining channels of communication with business and industry, unions, and various job and training resources in the community.

5. Develop an information system pertaining to employment and training opportunities available in the community. This function could possibly be under the supervision of the placement coordinator referred to above. The system should be continually updated and should include information on available job opportunities, requirements for entry, education, and/or training required beyond high school, etc. Although a great deal of this type of information is available from agencies in the community, there is a need to have the information organized in such a manner that school counselors can utilize it more effectively.

B. *That schools provide formal education in orientation to the world of work for all students.* The Committee believes that the Kalamazoo Public Schools should explore various alternatives for providing orientation to the world of work, including the offering of specialized classes and the integration of world-of-work orientation into existing vocational education courses. Consideration should be given to the implementation of courses pertaining to the "world of construction" and the "world of manufacturing" as developed by the Industrial Arts Curriculum Project at Ohio State University.

C. *That schools expand the use of special remedial classes designed to help individuals overcome educational deficiencies.*

D. *That schools support the ACT-AAC program by taking the following steps at the earliest possible date:*

1. Provide physical facilities and equipment, if available, to be used in the training components of the program.

2. Provide school personnel to serve as instructors for the basic education and training components of the program.

3. Kalamazoo Public Schools' Apprenticeship Coordinator should serve in an advisory position to the ACT-AAC Joint Administrative Committee to assist in the coordination of the ACT-AAC plan with the regular apprenticeship programs.

4. Delegate to vocational education teachers and vocational counselors the responsibility of serving as a referral resource for the ACT-AAC program.

E. *That the Kalamazoo Public Schools exert their influence to ensure that apprenticeship programs using public school facilities continue to operate on a nondiscriminatory basis.*

F. *That schools improve and expand their vocational training programs.* The Committee recognizes that its recommendations pertaining to vocational education programs have implications beyond the goal of increasing minority participation in apprenticeship training programs. However, the availability of quality vocational course offerings can definitely lead to increased employment and training opportunities for minorities in the apprenticeable trades as well as to a wider range of alternative career opportunities for all students. Positive steps that should be taken by the schools to accomplish this objective are noted below:

1. Upgrade vocational education by providing adequate facilities and equipment for the various programs and by staffing the programs with an adequate number of qualified instructors who are fully aware of training requirements in business and industry. The Committee believes that this recommendation cannot be emphasized too much. Specifically, the following steps should be taken:

   a. Additional funds should be allocated so that vocational-technical shops can be properly equipped.

   b. Special funds should be appropriated yearly for renovation of machinery and equipment and for the purpose of trading in old and obsolete equipment.

   c. In an attempt to ensure that vocational education programs receive high priority attention, funds for purchasing machines and equipment should be allocated through the Office of the Coordinator of Vocational

Education and Practical Arts rather than through the individual school building budget which comes under the jurisdiction of the building principal.

d. Salary scales for vocational-technical instructors should be reviewed and adjusted to reflect existing supply and demand conditions for such personnel in the community. It is recognized that the public schools will probably continue to lose qualified vocational instructors unless the salaries paid by the school can become more competitive with industry.

2. Make available vocational education opportunities to all students, beginning in the grade schools and continuing through high school. At the elementary level, vocational education could be in the form of industrial arts education which offers students increased opportunities for self-expression. At the secondary level, the Committee believes that current programs are adequate for only a small number of select students. To overcome this deficiency, an expanded number of vocational course offerings should be available at the secondary level, including programs oriented to the student of low competence. In making this recommendation the Committee cautions the schools not to use vocational education programs as a "dumping ground" for noncollege-bound students.

3. Develop and implement in the high schools a comprehensive vocational education program oriented to the construction skills. This program should be available to all students who are interested in acquiring construction skills. The Committee believes that such a program will add a new dimension to students' general education and will provide students with increased opportunities for entering the construction trades through apprenticeship training and other avenues.

G. *That if existing vocational education programs cannot be upgraded and expanded along the lines presented above, the Kalamazoo Public Schools give serious consideration to the planning and development of an area vocational high school in cooperation with other public educational units in the Kalamazoo area.*

H. *That the Kalamazoo Public Schools, in cooperation with unions and employers, explore the feasibility of offering preapprenticeship training programs as part of the schools' vocational-education curriculum.* Such programs as may be implemented should be related to the industrial trades as well as the construction trades. In planning preapprenticeship programs, consideration should be given to all avenues of employment, both private and public, available to individuals who desire to develop industrial or construction skills.

Charge No. 4

Determine the feasibility of the Kalamazoo Public Schools continuing to sponsor the apprentice training program in light of its policies and philosophy of nondiscrimination

The Committee recommends that the Kalamazoo Public Schools definitely continue to sponsor the apprentice training program. To a considerable extent, this recommendation is based upon the recognition that employers and unions are making some concerted efforts to increase the number of minority group apprentices. Also, it is believed that the continued sponsorship by the schools will afford a greater opportunity for blacks and other minorities to gain entry into the apprenticeable trades. *The Committee also recommends that the Kalamazoo Public Schools exert whatever influence they can to assure that apprentice training programs are conducted on a nondiscriminatory basis.*

Other Recommendations

In addition to the above recommendations, the Committee believes that the Kalamazoo Public Schools should consider certain actions related to the employment of minorities that may have a positive influence on minority participation in local apprenticeship and other training programs. One such effort would be for the Kalamazoo public school system to use its influence to ensure that employers doing business with the school system provide equal employment opportunities for minorities. In this regard, *the Committee recommends that Kalamazoo Public Schools support equal employment opportunities by awarding contracts to those employers who in fact do hire minority workers.* For construction projects, blacks and other minority workers may be employed as journeymen, apprentices, or as advanced trainees or trainees in the ACT-AAC program.

In the opinion of some Committee members, ways in which this recommendation may be implemented include the following:

1. Inquire into and develop procedures by which bids are accepted from only those companies that employ blacks and other minority workers.

2. Inquire into and develop procedures by which contracts are awarded only to those contractors and subcontractors who employ blacks and other minority workers. To make such a procedure workable, it may be necessary to adopt some method of prequalification of bidders by a local representative of the Kalamazoo Public Schools.

Several committee members, while agreeing with the objectives of the above recommendation and suggestions, believe that the recommendation does not fall within the scope of the charges to the Committee. The Apprenticeship Study Committee has not inquired into or developed procedures or guidelines for the implementation of this recommendation, nor has it inquired into the legal implications of such restrictions as may be imposed by the recommendation. It is recognized, however, that any existing legal implications must be dealt with by the Kalamazoo Public Schools. Even in view of these factors, the majority of the Committee supports the recommendation and encourages the school administration to develop specific policies and procedures to ensure the employment of minorities on school projects.

While recognizing that administrative policies and procedures are critical to the achievement of equal employment opportunities for minorities, the Committee continues to stress the importance of assuring that minority individuals in fact have access to those education, training, and other resources that can prepare them for meaningful employment opportunities.

Dissenting Opinion

Walter J. Jones, Jr., strongly recommended, with regard to *Charge No. 4*, that the Kalamazoo Public Schools have an active role in the selection and placement of trainees in apprenticeship programs where related instruction is provided by the school system.

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